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(with TOP SECRET attachment)

TO: The Secretary
THROUGH: S/S
FROM: ESR - William K. Tyler
SUBJECT: Autobahn Convoys

OCT 21 1963

1. At your meeting today with the President and Secretary McNamara, there will be three basic questions to cover: (1) whether Allied autobahn procedures should be harmonized; (2) Whether either harmonized or national procedures should be communicated to the Soviets; and (3) when US nondiscount convoys should be resumed?

2. State Department, DOD/ISA, and JCS officers jointly prepared the attached papers for use at the meeting. At Tab A is a proposed scenario of actions leading up to the sending of the next nondiscount convoy. At Tab B is a proposed letter from CINCPACAF to his Soviet counterpart. You might also hand a copy of this letter to the Soviet Ambassador here.

3. Last year, months of effort failed to achieve agreement in the field on Allied autobahn convoy procedures. Now, however, on the basis of recommendations from the three Berlin Commandants, and with the concurrence of the Bonn Quadripartite Group, we appear to be very close to agreement. The procedures recommended by the field are set forth in the LIVE QRS message at Tab C.

4. Opinion is divided on whether the Soviets should be informed of Allied procedures. From reports we have seen and talks with our colleagues at the working level, we find that the British favor doing so. The French will probably only agree to do so if they have assurances that we will avoid negotiations on procedures with the Soviets. The Germans will apparently support informing the Soviets, if this does not freeze our procedures, particularly after the East Germans take over the checkpoints. General Lemnitzer is reluctant to inform the Soviets, but JCS and DOD will probably decide it is necessary to inform them.

5. There is virtually full agreement in the Berlin Task Force that further nondiscount convoys should be sent, once the Soviets have been informed of our procedures.

6. We are

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6. We are under no illusions that recognizing our procedures and communicating them to the Soviets will avoid further airplane incidents. Doing so will, however, put us in the maximum position of allied unity in future cases as well as in the best public relations posture.

Recommendations:

1. That you request the approval of the President to table the attached draft scenario and letter to Yatskovsky in the Ambassadorial Group.

Approve _____

Disapprove _____

2. That you request the approval of the President to resume sending nondescript convoys after our procedures have been communicated to the Soviets.

Approve _____

Disapprove _____

Attachments:

1. Tab A - Draft scenario
2. Tab B - Draft letter, CIRMORAD to General Yatskovsky
3. Tab C - LHM VAX telegram SHAC 9-10003.

Concurrences:

LHM - 10000000

SHAC 9-10003

BT 10/10/70

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PARTIAL TRANSCRIPTION - ORIGINAL FOLLOWS

SCENARIO - OPERATION SHORTSTOP

| | |
|-----------|---|
| C-Day | Non-Dismount US Convoy |
| C Minus 2 | CINCS inform CINC GSFG of allied Procedures by letter. Secretary Rusk talks to Dubrynin |
| C Minus 3 | Inform NAC of Plan |
| C Minus 4 | Quadripartite agreement on harmonized procedures and informing Soviets MODs instruct national authorities on convoy procedures |

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(SECRET Attachment)

DRAFT

October 21, 1965

SC 4412 - OPERATION SECRETOP

| | |
|-----------|--|
| C-Day | Non-Demand US Convey |
| C Hines 2 | CINCS inform CINC CSIC of Allied Procedures by letter Secretary Ross talks to Gabyrta |
| C Hines 3 | Inform MAC of Plan |
| C Hines 4 | Quadrupartite agreement on legalized procedures and informing Soviets |
| | MAC instruct national authorities on convey procedures |

RTT:JCA/mleand:cag

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DRAFT LETTER FROM FREEMAN TO YAKUBOVSKY

Dear General Yakubovsky:

I refer to recent incidents on the autobahn in which US and UK convoys were detained by Soviet military authorities at the check-point. The discussions which took place indicated that there may have been some misunderstanding regarding US and UK convoy procedures.

No part of their rights relating to Berlin, the Allies possess unrestricted rights of access to Berlin. 7

The Allies have from time to time prescribed certain procedures for their own forces in order to facilitate the flow of military traffic on the autobahn. It was on the basis of these procedures that movements precisely of the type detained by the Soviet military authorities transited the autobahn without incident for many months prior to October 9, 1963.

In order to avoid any misunderstanding on the part of the Soviet military authorities, I am herewith providing you with a summary of the current instructions to the Allied autobahn convoy commanders:

TROOP CONVOY PROCEDURES

1. Convoys of 4 vehicles and over will be notified to the Soviets in advance.

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PARTIAL TRANSCRIPTION - ORIGINAL FOLLOWS

2. Any convoy with more than 30 passengers (i.e. exclusive of drivers and assistant drivers) will be prepared to dismount, except when tarpaulins are rolled back.

3. Convoys with 30 passengers or less will not dismount, except that individual vehicles with 10 or more passengers, within the convoy will be prepared to dismount.

4. Drivers and assistant drivers will not dismount.

5. Dismounting for headcount (if requested by the Soviet checkpoint officer) will be carried out under the following conditions:

- (a) Dismount will be executed on order of the Allied convoy commander.
- (b) The Allied convoy commander will determine where the troops should form for headcount.
- (c) In the event troops dismounted for headcount are photographed or exposed to propaganda broadcast, distribution of propaganda pamphlets, or other forms of propaganda, or are otherwise harassed, they will promptly remount.
- (d) Headcount will be performed expeditiously otherwise the troops will remount.
- (e) Dismounting will not be performed in inclement weather .

I take this opportunity again to assure you of my continued respect.

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2. Any convoy with more than 30 passengers (i.e. exclusive of drivers and assistant drivers) will be prepared to dismount, except when torpedoes are rolled back.

3. Convoys with 30 passengers or less will not dismount, except that individual vehicles with 10 or more passengers, within the convoy, will be prepared to dismount.

4. Drivers and assistant drivers will not dismount.

5. Dismounting for headcount (if requested by the Soviet checkpoint officer) will be carried out under the following conditions:

(a) Dismount will be executed on order of the Allied convoy commander.

(b) The Allied convoy commander will determine where the troops should form for headcount.

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(d) Headcount will be performed expeditiously. Otherwise the troops will remount.

(e) Dismounting will not be performed in inclement weather.

I take this opportunity again to assure you of my continued respect.

Paul L. Freeman, Jr.
General USA
Commander-in-Chief

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